

Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY BONN PRIORITY

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INFO AMEMBASSY LONDON

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AMEMBASSY PARIS

C O N F I D E N T I A L STATE 268916

E.O. 11652: GDS

TAGS: PGOV, PFOR, CE, WB, EB, US, UK, FR

SUBJECT: TRAVEL POLICY IN GDR

REFERENCE: (A) BONN 16390; (B) BERLIN 2212

1. SUMMARY. DEPARTMENT HAS SOME PROBLEM WITH TRAVEL POLICY PAPER AS SET FORTH REFTEL AND REQUESTS THAT EMBASSY SEEK MODIFICATIONS IN TWO MAJOR AREAS: (A) ON TRAVEL OF PERSONNEL OF ALLIED EMBASSY, WE WOULD WISH TO DEVELOP A SIMPLIFIED TRAVEL PROCEDURE WHICH ENABLES PERSONNEL ASSIGNED TO ALLIED CONFIDENTIAL

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EMBASSIES IN EAST BERLIN ON A PERMANENT OR TDY BASIS TO TRAVEL FREELY DIRECTLY BETWEEN SOVIET SECTOR AND WESTERN SECTORS OF CITY FROM THE OUTSET WITHOUT THE NECESSITY OF MAKING A CIRCUITOUS TRIP AROUND THE CITY, AND (B) WE WISH

TO AVOID "MIXED" PROCESSING OF CARS WITH ALLIED FORCES LICENSE PLATES ON HELMSTEDT-DREILINDEN AUTOBAHN. IN OUR VIEW, ALLIED LICENSED CARS ON THIS VITAL TRANSIT LINK SHOULD BE CONTROLLED SOLELY BY THE SOVIETS. A FULLER EXPLANATION OF THESE SUGGESTED MODIFICATIONS IS PROVIDED BELOW, ALONG WITH OUR SUGGESTIONS FOR CERTAIN INTERIM REVISIONS OF THE BONN GROUP TRAVEL PAPER. END SUMMARY.

2. WE STRONGLY ENDORSE NEED TO PRESERVE PRINCIPLE THAT GDR VISAS ARE NOT APPLICABLE TO CROSSINGS DIRECTLY BETWEEN WEST

BERLIN AND EAST BERLIN. HOWEVER, WE BELIEVE THAT IT IS ESSENTIAL THAT SOME SIMPLIFIED PROCEDURE BE FOUND TO REPLACE PROPOSED CUMBERSOME AND TIME-CONSUMING DEVICE, SET OUT IN 2-A OF PROPOSED TRAVEL DRAFT, OF HAVING NEWLY-ARRIVED PERSONNEL ASSIGNED TO ALLIED EMBASSIES IN EAST BERLIN TRAVEL BY EMBASSY CAR ON BERLIN RING AROUND CITY SO AS TO ENTER EAST BERLIN FROM GDR. PROPOSED POLICY MAKES NO PROVISION FOR REGULAR TRAVEL BETWEEN SOVIET AND WESTERN SECTORS OF CITY BETWEEN FIRST ARRIVAL AND RECEIPT OF RED OR GREEN DIPLOMATIC ID CARD, OR OF REGULAR TRAVEL BACK AND FORTH BY VISAED VISITORS OR THOSE ASSIGNED TO EMBASSY ON TEMPORARY DUTY STATUS. MOREOVER, THIS PROCEDURE WOULD HAVE UNDESIRABLE EFFECT OF ENCOURAGING INITIAL ARRIVAL BY THOSE WITH BUSINESS IN EAST BERLIN OR GDR AT SCHOENEFELD AIRPORT, WHERE ENTRY PROCEDURE ARE SIGNIFICANTLY EASIER, TO DISADVANTAGE OF WEST BERLIN'S TEGEL AIRPORT--A DEVELOPMENT WHICH UNDOUBTEDLY WOULD HAVE SOME BROADER POLITICAL IMPACT IN WEST BERLIN.

3. WE UNDERSTAND THAT SOLUTION CURRENTLY BEING USED BY UK TO RESOLVE ABOVE PROBLEM IS TO PASS THROUGH BERLIN CHECKPOINTS ON UK FORCES IDENTIFICATION CARD WHICH GDR OFFICIALS HAVE BEEN ACCEPTING WITHOUT QUESTION. THIS PROCEDURE HAS ADVANTAGE OF OBVIATING NEED FOR PRESENTATION OF VISAED PASSPORT AND REINFORCES ALLIED THEORY ON BERLIN. WE ARE NOT ADVERSE IN PRINCIPLE TO US OFFICIALS USING CONFIDENTIAL

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SIMILAR PROCEDURES. HOWEVER, IN OUR VIEW, THIS WOULD NECESSITATE CERTAIN CHANGES IN CURRENT US FORCES ID CARD TO MAKE IT MORE SUITABLE FOR THIS USE, SUCH AS ADDING PASSPORT NUMBER AND CHANGING IDENTIFICATION OF BEARER FROM "MEMBER OF US FORCES" TO OTHER ACCEPTABLE FORMULATION. AT SAME TIME, THIS SOLUTION ALSO HAS SOME WEAKNESSES. IT WOULD BE ADMINISTRATIVELY DIFFICULT TO ADMINISTER SINCE CARD WOULD HAVE TO BE ISSUED TO EVERY TDY OR OFFICIAL VISITOR ARRIVING IN WEST BERLIN, MANY OF WHOM WOULD WISH TO ARRIVE ON WEEKENDS OR HOLIDAYS AND PROCEED IMMEDIATELY INTO EAST BERLIN OR GDR. THERE ALSO WOULD INEVITABLY BE THOSE WHO WOULD NOT COMPLY WITH PROCEDURES OUT OF NEGLIGENCE OR IGNORANCE. WE WOULD WELCOME POSTS' VIEWS

ON ADVISABILITY OF US ALSO INSTITUTING ID CARD PROCEDURES FOR DIPLOMATS AND OFFICIALS VISITORS TO EAST BERLIN AND GDR WHO HAVE GDR VISAS IN PASSPORTS.

4. ONLY SOLUTION APPARENT TO US WHICH WOULD SEEM TO PROVIDE ENTIRELY SATISFACTORY LONG-RANGE SOLUTION WOULD BE ACCEPTANCE BY GDR OFFICIALS NOT TO STAMP PASSPORTS OF CITIZENS OF THREE ALLIED COUNTRIES AT CROSSING POINTS BETWEEN EAST AND WEST BERLIN. DESPITE OBVIOUS DIFFICUL-

TIES INHERENT IN EFFECTING CHANGE IN THIS GDR PRACTICE, WHICH EAST GERMANS HAVE EMPHATICALLY REAFFIRMED, WE BELIEVE ADVANTAGES FOR ALLIED LEGAL CONCEPT OF BERLIN AND IN EASE OF TRAVEL ALSO MERIT EXPLORATION THIS POSSIBILITY. WE WOULD APPRECIATE POSTS' COMMENTS ON DESIRABILITY OR PROSPECTS OF ALLIES RAISING THIS MATTER IN COORDINATED APPROACH TO SOVIETS. OUR APPROACH WOULD BE DESIGNED TO MAKE CLEAR TO GDR THAT STAMPING IS OFFENSIVE AND UNNECESSARY IRRITANT TO SMOOTH ALLIED RELATIONS WITH GDR AND THEREFORE IT IS IN BEST INTERESTS OF ALL CONCERNED TO FIND SATISFACTORY SOLUTION.

5. SECOND POINT OF CONCERN TO US IN PROPOSED TRAVEL GUIDELINES IS PROSPECT OF ACCEPTING GDR CONTROL ON HELMSTEDT-BERLIN AUTOBAHN OF PERSONNEL WITH ALLIED FORCES LICENSE PLATES TRAVELING TO POINTS IN GDR. WE BELIEVE THAT SUCH DIFFERENTIATED CONTROL OF CARS WITH ALLIED FOREIGN PLATES WILL SUBJECT BERLIN PERSONNEL TO INCREASED CONFIDENTIAL

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HARRASSMENT FROM VOPOS WHO COULD CLAIM NOT TO KNOW WHICH CARS WERE SUBJECT TO SOVIET AND WHICH TO GDR CONTROL. WE THEREFORE WOULD STRONGLY FAVOR PROCEDURE WHEREBY ALL REPEAT ALL PERSONS TRAVELING WITH ALLIED FORCES LICENSE PLATES BETWEEN HELMSTEDT AND BERLIN DO SO ONLY UNDER FLAG ORDERS AND SUBJECT THEMSELVES ONLY TO SOVIET PROCESSING. THERE ARE AMPLE OTHER ROUTES WHICH CAN BE USED BY ALLIED PERSONNEL WITH GDR TOURIST VISAS WHO WISH TO UNDERTAKE PERSONAL TRAVEL TO GDR.

6. SAME CONCEPT WOULD APPLY ON BERLIN END OF HELMSTEDT AUTOBAHN WHERE IT WOULD BE NECESSARY FOR US MISSION PERSONNEL TRAVELING TO GDR FOR RECREATIONAL PURPOSES TO USE HERRESTRASSE OR ANY OTHER CROSSING POINT, RATHER THAN DREILINDEN AS IN PAST. WHILE WE RECOGNIZE INCONVENIENCE THIS WOULD CAUSE BERLIN FORCES TRAVELERS PROCEEDING IN SOUTHERLY DIRECTION, WE BELIEVE THAT IT IS IMPORTANT TO APPLY PRINCIPLE THAT ONLY SOVIET CONTROLS WILL BE USED ON THIS HELMSTEDT AUTOBAHN ON NO-EXCEPTION BASIS.

7. IN LINE WITH THESE VIEWS, WE WOULD PROPOSE FOLLOWING SUGGESTIONS FOR MODIFYING TEXT ON TRAVEL ARRANGEMENTS.

TEXT ALSO INCORPORATES A NUMBER OF OTHER SUGGESTED CHANGES INCLUDING AS SUBSTANTIVE ADDITION A FOURTH PRINCIPLE TO THE EFFECT THAT TRAVEL BY NON-ALLIED FORCES PERSONNEL MUST TAKE PLACE IN SUCH A MANNER AS NOT TO PREJUDICE TRAVEL ARRANGEMENTS FOR THE ALLIED FORCES.

8. BEGIN TEXT. PRINCIPLES FOR TRAVEL IN AND THROUGH THE GDR BY ALLIED (US, UK AND FRENCH) PERSONNEL.

1. GENERAL CONSIDERATIONS. WITH THE THREE POWERS' ESTABLISHMENT OF DIPLOMATIC RELATIONS WITH THE GDR, TRAVEL POLICY FOR ALLIED PERSONNEL IN AND THROUGH EAST GERMANY HAS BEEN REVIEWED. IN THE FOLLOWING SECTIONS OF THIS PAPER, GUIDELINES FOR TRAVEL BY VARIOUS CATEGORIES OF ALLIED PERSONNEL ARE SET FORTH.

THE GENERAL CONSIDERATIONS GOVERNING THIS REVIEW ARE:

A. BASICALLY, ALLIED PERSONNEL (EXCEPT FOR THOSE ASSIGNED CONFIDENTIAL

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TO THE FORCES IN WEST BERLIN AND TRAVELLING IN EAST BERLIN OR VIA HELMSTEDT AUTOBAHN TO FRG) MAY IN THE FUTURE ACCEPT GDR DOCUMENTATION AND CONTROL.

B. THE PROBLEM OF PROTECTING THE SPECIAL STATUS OF BERLIN REMAINS, HOWEVER, SO THAT ANY PROCEDURES ADOPTED FOR TRAVEL MUST AVOID PREJUDICING THE WESTERN VIEW IN THIS REGARD. SPECIFICALLY, CARE MUST BE TAKEN TO AVOID SUBSCRIBING TO EAST GERMAN CLAIMS THAT EAST BERLIN IS PART OF THE GDR, THAT THE WALL IS A STATE FRONTIER OR THAT ONLY WEST BERLIN HAS A QUADRIPARTITE CHARACTER.

C. TRAVEL IN AND THROUGH THE GDR BY ALLIED WEST BERLIN-BASED PERSONNEL WILL TAKE PLACE UNDER PROCEDURES THAT AVOID PREJUDICING EXISTING ALLIED RIGHTS AND ALLIED PRACTICES AND PROCEDURES FOR TRAVEL WITHIN ALL OF BERLIN AS WELL AS FOR TRAVEL BETWEEN WEST BERLIN AND THE FRG.

D. TRAVEL BY NON-BERLIN PERSONNEL IS TO TAKE PLACE IN SUCH A MANNER AS NOT TO PREJUDICE TRAVEL ARRANGEMENTS FOR THE FORCES.

THIS PAPER DOES NOT TAKE INTO ACCOUNT THOSE ASPECTS OF TRAVEL BY ALLIED PERSONNEL, E.G. SECURITY REGULATIONS, WHICH ARE ESSENTIALLY A NATIONAL RESPONSIBILITY. THIS AREA WILL BE DEALT WITH BY THE RESPECTIVE NATIONAL AUTHORITIES.

2. PERSONNEL OF ALLIED EMBASSIES TO THE GDR.

A. GDR VISAS WILL NOT BE USED TO CROSS BETWEEN EAST

BERLIN AND WEST BERLIN. PERSONNEL ARRIVING BY AIR IN WEST BERLIN WILL NOT ACCEPT GDR ENTRY STAMPS AT EAST BERLIN/WEST BERLIN CROSSING POINTS INDICATING THAT CROSSING POINT REPRESENT POINT OF ENTRY INTO OR DEPARTURE FROM GDR.

B. PERSONNEL SHALL USE GDR DIPLOMATIC ID CARDS AS SOON AS ISSUED, RATHER THAN PASSPORTS, FOR ALL CROSSINGS BETWEEN EAST AND WEST BERLIN, TO MINIMIZE RISK OF RECEIVING CONFIDENTIAL

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ANY STAMPS IN THEIR PASSPORTS AT SUCH A CROSSING POINT.

C. PERSONNEL WILL USE THEIR NORMAL DIPLOMATIC DOCUMENTATION AND THE REGULAR GDR CHECKPOINTS FOR ALL TRAVEL ON THE HELMSTEDT-BERLIN AUTOBAHN. FOR SUCH TRAVEL, THEY WILL NOT USE FLAG ORDERS, VEHICLES WITH ALLIED FORCES LICENSE PLATES, OR SOVIET CHECKPOINTS IN ORDER TO PRESERVE THE DISTINCTION BETWEEN EAST BERLIN-BASED PERSONNEL AND ALLIED FORCES PERSONNEL WHO TRAVEL AUTOBAHN IN EXERCISE OF ALLIED ACCESS RIGHTS.

D. PERSONNEL SHOULD, TO THE EXTENT POSSIBLE, OBTAIN GDR VISAS PRIOR TO PROCEEDING TO EAST BERLIN. THIS WILL AGAIN AVOID THE PROBLEM OF PERSONNEL ARRIVING AT GDR CHECKPOINTS AND HAVING TO ACCEPT VISAS WITH WORDING INIMICAL TO THE WESTERN POSITION.

E. WITH THE ABOVE EXCEPTIONS, PERSONNEL ARE FREE TO APPROACH BERLIN BY ANY ROUTE AND TO ACCEPT GDR CONTROLS AT ANY BORDER POINT.

3. PERSONNEL OF ALLIED FORCES IN WEST BERLIN.

A. PERSONNEL MAY TRAVEL IN THE GDR FOR NON-OFFICIAL PURPOSES, SUBJECT TO NATIONAL AUTHORITIES' RULES AND REGULATIONS AND THE PRINCIPLES SET OUT IN THIS SECTION.

B. PERSONNEL MAY TRAVEL THROUGH THE GDR ENROUTE TO THIRD COUNTRIES OTHER THAN THE FRG. FOR SURFACE TRAVEL TO THE FRG, THEY MAY USE ONLY THE HELMSTEDT-BERLIN AUTOBAHN AND THE MILITARY DUTY TRAINS IN ACCORDANCE WITH EXISTING PROCEDURES. THEY WILL NOT USE THE BERLIN-HELMSTEDT AUTOBAHN FOR TRIPS TO THE GDR.

C. FOR TRAVEL IN AND THROUGH THE GDR TO COUNTRIES OTHER THAN THE FRG, PERSONNEL MAY ACCEPT GDR VISAS BUT THEY MAY NOT USE THESE VISAS TO CROSS BETWEEN EAST BERLIN AND WEST BERLIN. WHEN TRAVELING ON GDR VISAS, PERSONNEL MAY ENTER

BERLIN FROM GDR ONLY AT WESTERN SECTOR CROSSING POINTS

(E.G., HEERSTRASSE).

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D. CONSULAR PROTECTION FOR ALLIED PERSONNEL TRAVELING OUTSIDE BERLIN ON GDR VISAS WOULD NORMALLY BE PROVIDED BY THE RESPECTIVE EMBASSIES IN EAST BERLIN.

E. PERSONNEL ANYWHERE IN GREATER BERLIN OR TRAVELING ON THE HELMSTEDT-BERLIN AUTOBAHN UNDER FLAG ORDERS, WHO HAVE ACCIDENTS OR OTHERWISE ENCOUNTER DIFFICULTIES, WILL BE PROVIDED PROTECTION BY THE ALLIED MISSIONS IN WEST BERLIN OR BY THE OTHER EXISTING PROCEDURES.

F. PERSONNEL WILL CONTINUE TO USE PRESENT PROCEDURES WHEN TRAVELING WITHIN GREATER BERLIN AND ON THE EXISTING ACCESS ROUTES.

4. ALLIED PERSONNEL BASED OUTSIDE BERLIN.

A. PERSONNEL MAY TRAVEL IN OR THROUGH THE GDR, ACCEPTING GDR DOCUMENTATION AND UNDER NORMAL GDR CONTROLS, SUBJECT TO NORMAL NATIONAL CONTROLS ON SUCH TRAVEL.

B. PERSONNEL MAY NOT, HOWEVER, USE GDR VISAS TO CROSS BETWEEN EAST BERLIN AND WEST BERLIN.

C. ALLIED PERSONNEL FROM OUTSIDE BERLIN WHOSE VEHICLES HAVE ALLIED FORCES LICENSE PLATES TRAVELING BETWEEN BERLIN AND THE FRG MUST TRAVEL ON FLAG ORDERS AND USE THE BERLIN-HELMSTEDT AUTOBAHN. NO GDR PROCESSING WILL BE PERMITTED ON THIS AUTOBAHN WHICH MAY NOT BE USED FOR TRAVEL TO DESTINATIONS WITHIN THE GDR. END TEXT. KISSINGER

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